

Structured Parking

Demands for Structured Parking

Based upon the findings of the background research phase of this plan, consideration was given to the need for a multi-story parking structure within the study area. Such considerations were based on both existing and future conditions.

Survey of Existing Demands

In order to identify existing conditions, the current occupancies of four surface parking lots were counted hourly from 8:00 AM – 5:00 PM on a typical weekday in February 2005. Specifically, occupancies were counted at the following locations:

- The City Hall parking lot between W. Main Street and Franklin Street
- The parking lot adjacent to the Farmers Market and the Police Department, on the north side of Franklin Street and opposite GFD Memorial Boulevard
- The parking lot between E. Main Street and E. Smith Street, immediately west of the Sumner County Courthouse Annex
- The parking lot between W. Main Street and W. Smith Street, immediately east of the First United Methodist Church

The results of these occupancy counts indicate that these four surface parking lots are being used at dramatically different rates. Specifically, the parking lot adjacent to City Hall has very high occupancy rates throughout a typical weekday. Also, there seems to be very little turnover in these parking spaces. These re-

sults are expected because of the significant number of employees in City Hall, as well as the proximity of this parking lot to Public Square and the core shopping area downtown.

In contrast, the surface lot located near the Farmers Market and the Police Department has much lower occupancy rates. These results reflect the distance between this parking lot and the downtown's core business and shopping area. Also, these results suggest that the parking supply within the study area is adequate for the demand. Specifically, although this parking lot is not located immediately adjacent to the Public Square, it is within a reasonable walking distance, and so these spaces would be filled regularly if there were sufficient demand.

The two parking lots south of Main Street demonstrated moderately high occupancies, but also higher turnovers than the parking lots north of Main Street. These results are expected because these lots serve the patrons of the churches and shops south of Main Street. Also, there is evidence to suggest that motorists who are unable to find on-street parking near the Public Square choose to park immediately opposite Public Square and cross Main Street.

Survey Results

The results of the occupancy counts indicate that, currently, there is insufficient need for a parking structure in the downtown area. However, as storefront vacancies are reduced and additional development is brought to the core, it is likely that a parking structure will be needed and wanted in order to serve the business and government community downtown. Specifically, based on information included in *Parking Generation, 3rd Edition*, which was published by the Institute of Transportation Engineers in 2004, the addition of 65,563 square feet of mixed retail space, as suggested in Development Scenario

A of this plan's *Concept Plan*, will require approximately 247 parking spaces during the peak hour of a typical weekday. Similarly, the addition of 87,995 square feet of mixed retail space, as suggested in Development Scenario B, will require approximately 331 parking spaces during the peak hour of a typical weekday.

Meeting Future Demands

Initially, the usage of existing surface lots within the study area could be increased by enhancing these facilities to provide improved pavement conditions, lighting, and accessibility. Also, directional signage for the existing parking areas should be provided extensively throughout the study area. However, full build-out of the downtown will likely warrant the construction of a parking garage that includes at least 200 parking spaces. A reasonable footprint for such a facility is approximately 150 feet by 250 feet, and a garage with at least 200 spaces will need to be two or three stories high. It is important to note that any garage constructed on an existing parking lot will also need to include replacement parking spaces, in addition to the new spaces warranted, in order to account for surface parking spaces displaced by the construction of a new parking structure.

Although a parking garage with 200 parking spaces – in addition to any displaced by the construction of the garage – would be a relatively small garage, it would be easily sited within the study area and funding would be manageable. In the future, should the demand for this facility exceed its capacity, a second, similarly-sized facility should be considered.

Next Steps for Implementation

As significant additional development occurs within Gallatin's downtown core, a parking study should be conducted annually in order to measure the effectiveness of these improvements,

Structured Parking

as well as document and track the parking needs of the redevelopment that occurs within Downtown Gallatin. Based on the results of these future parking studies, a parking structure should be considered for construction when the surface parking lots within the study area are at least 75% full during each hour from 8:00 AM to 5:00 PM. Ideally, these results should be found during three different typical weekdays in non-consecutive weeks.

As funding for a parking structure is considered, both construction funds and maintenance funds should be identified. In general, a parking garage will cost approximately \$10,000 per parking space, and the construction of this facility could be paid with public bonds or various public-private partnerships. Also, operating expenses could be funded with parking fees, self-imposed fees collected by the business community, or an escrow account established pre-construction and funded with impact fees assessed on new development.

Locational Options

Because of the substantial costs and potential benefits that a public parking structure can bring to Downtown Gallatin, a great deal of thought should go into its location. Therefore, the following criteria have been developed in order to maximize the benefits of the garage:

- A site within one or two blocks of the public square in order to leverage economic spin-off benefits to downtown's retail core
- A site large enough to accommodate the garage's building footprint

- A site lacking historic buildings that might require demolition for the garage's construction
- A site that does not require the garage to front directly onto Main Street or Water Avenue

Based upon those criteria, the two most logical sites include the parking lot immediately east of City Hall and the parking area located behind the Methodist Church on Main Street. In comparing those two sites, it is recommended that the top priority be given to the City Hall site for the following reasons:

- 1) Because of the pedestrian barrier created by Main Street's peak hour traffic, and the fact that more destinations exist on the north side of the street, the garage will likely be more used if located north of Main Street.
- 2) A garage at City Hall will replace parking spaces lost by the creation of the proposed new park and the City Hall Annex.
- 3) The City Hall site will better serve the Courthouse than the alternative site.
- 4) The City Hall site is already owned by the City.



Structured Parking

Design Issues

The following issues should be considered in the design of any future parking structures for Downtown Gallatin:

Prohibit Vehicular Access Off of Main Street and Water Avenue

Peak hour traffic congestion on Main Street and Water Avenue have been identified as major issues for Downtown Gallatin. In order to minimize vehicle delays, as well as reduce the potential for vehicle conflicts with both other vehicles and pedestrians, no parking garage access should be provided on Main Street or Water Avenue. A garage located adjacent to City Hall, for example, should be accessed off of Franklin Street, while a garage located behind the Methodist Church on the south side of Main Street should be accessed off of Smith Street.

If Fronting Directly onto Main Street or Water Avenue, Require Groundfloor Retail/Service Space and Minimize the Access Point Width

As emphasized above, it is recommended that any future parking garages in Downtown Gallatin not be accessed from Main Street or Water Avenue. However, if such access should occur, it is recommended that the garage's access point be as narrow in width as possible in order to minimize the visual and functional disruption to the streetscape.

It is also recommended that parking garages not front directly on either of these two important streets. However, if they should, at least 50 percent of the ground floor frontage should consist of retail or service use space. Such space should have a minimum floor-to-ceiling height of 14 feet.



It is preferable that any new parking garages for Downtown Gallatin not front directly onto a key shopping street. However, should that occur, they should be designed to accommodate ground floor space for retail and service uses, as with these two examples.



If Highly Visible from a Key Street, Design the Front Facade as a Building

If a parking garage in Downtown Gallatin will be very visible from Main Street or Water Avenue, the facade facing that street should look more like a building than a parking structure in order to be visually compatible with its historic context. It should feature the following design elements:

- A flat floor plate with ramps at the ends of the

structure rather than consisting of a continual ramping design

- Openings resembling windows more than parking garage openings for ventilation
- Architectural detailing, such as window lintels and sills, and cornices along the roof line
- Exterior cladding of brick or similar materials found historically on the exterior of Downtown Gallatin's buildings



This just-completed parking garage reads from the street as a historic building because of its scale, design and pattern of openings, exterior materials, massing and architectural detailing.

City Hall Park

Need for a Park

As documented on page 15 of this plan's *Background Study*, Downtown Gallatin has very little existing public greenspace. In fact, with the exception of a few small lawn areas associated with institutional buildings, the green space in front of Trousdale Place is downtown's only legitimate public space, and it is not very central to the downtown. Furthermore, the community visioning process that has accompanied this planning project also resulted in a strong public desire for a viable downtown park.

Park Location

In looking at various potential locations for a new park, the large parking lot immediately east of City Hall was the consensus location that emerged from the Concept Plan that proceeded this Master Plan. In addition to being relatively central to downtown, it is also owned by the City, making implementation quite feasible. Its location between two public buildings, City Hall and the Chamber of Commerce / Visitors Center, is also in keeping with traditional downtown planning principles. Furthermore, the physical

layout of the commercial building located to the immediate east of the Chamber of Commerce lends itself to fully exploiting the nearby future park. Although the existing ninety-degree "head-in" parking for this retail building is an unsafe and undesirable arrangement that is more typical of a suburban strip center than a historic downtown, it would lend itself nicely to conversion into outdoor dining space having views to the park.

This building and parking area near the proposed park would make for excellent outdoor dining.



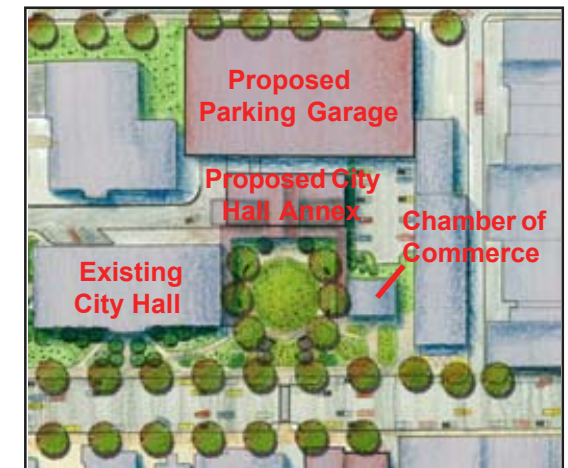
Park Functions & Design

It is proposed that the new city park will be used for both formal and informal purposes. Formal functions would include public ceremonies, speeches and organized special events. Informal functions might include picnicking, strolling, reading, conversing and other leisurely activities. The park's key design features should include the following:

- Expansive lawn areas
- Limited paved surfaces or "hardscaping"
- Shade trees to define the park's spaces
- Ample seating and other furnishings



This image conveys the general character recommended for the new downtown park, including expansive lawn areas, limited paved surfaces, and mature shady trees.

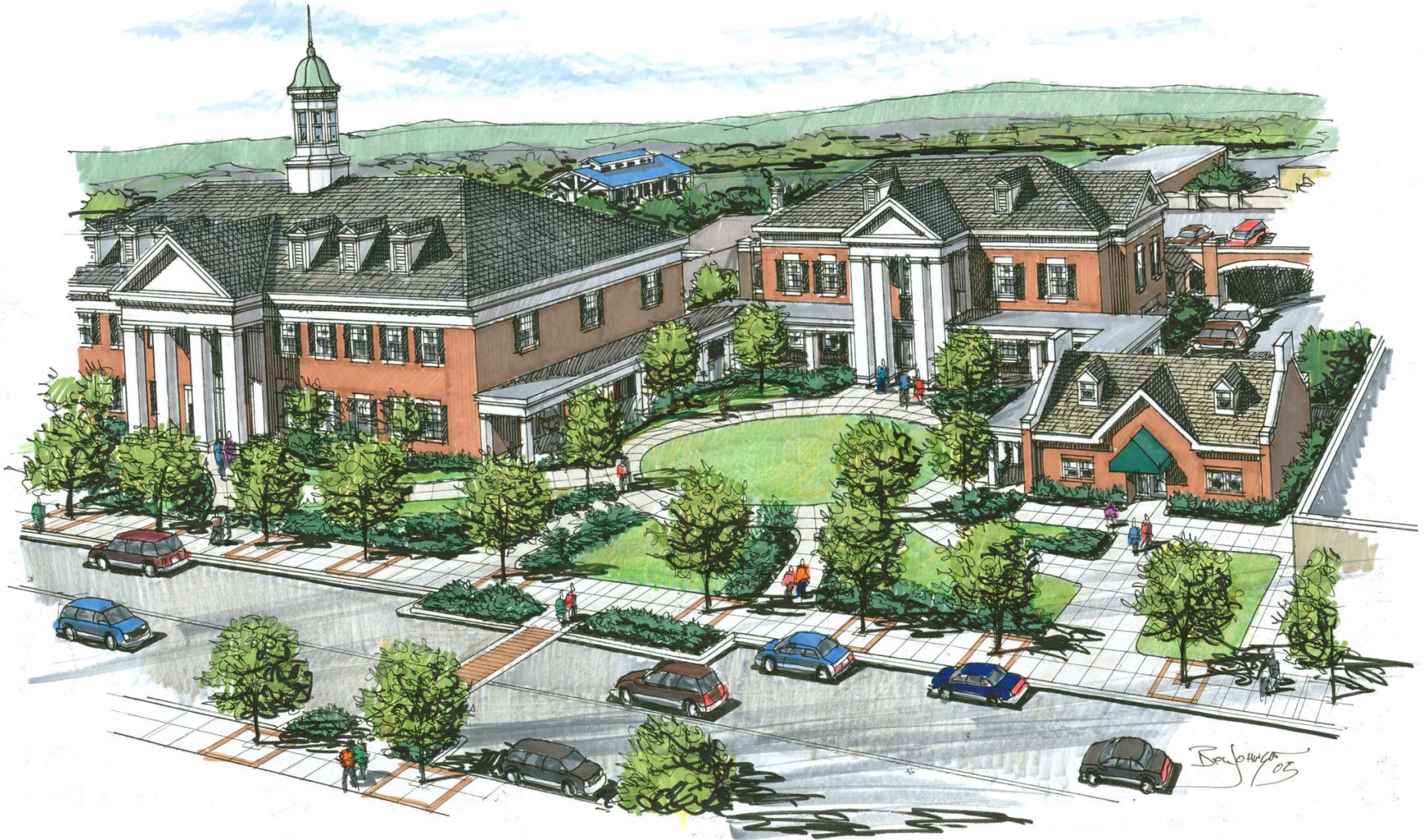


The proposed new park would be the crowning jewel of a new municipal complex. The park would be bound by City Hall, the new City Hall Annex and the existing Chamber of Commerce headquarters.



Although the existing space between City Hall, at left, and the Chamber of Commerce building, at right, presently houses a parking lot, it is proposed that the space be filled with a new City Park, a City Hall Annex, and a potential public parking garage.

City Hall Park



The proposed City Hall Park would replace an existing parking lot and feature a new City Hall Annex as its back-drop. Behind the annex building is a proposed new parking garage to serve both City Hall and nearby businesses. In order to replace the parking lost because of the new annex and park, the parking garage should occur first. The park would be open and grassy in the center, enclosed by a paved circular pathway, and framed by a roofed collonade that connects all three buildings. The proposed new Farmers Market / Multi-Use Pavilion can be seen in the background (blue roof color).

Public Square Enhancements

Need for Enhancements

There were two substantial limitations identified with the courthouse area during the background research and public input phase of this planning project: 1) existing trees obscured views to the courthouse, and 2) the public square lacked functionality for public events. The City acted promptly on the tree issue by removing them before the plan was completed. However, even with the development of the proposed new park by City Hall, there will still be a need for a large hardscaped area that can withstand the impacts of large events that the fragile lawn of a park cannot.

Proposed Enhancements

The proposed improvements to this area can be categorized into two groups: those targeted to the courthouse and those specifically for the surrounding Public Square.

Courthouse Improvements

At present, the exterior of the Courthouse building appears to be in relatively good condition, so no recommendations are proposed for the building. Now that the former Bradford Pear trees that surrounded the building have been removed, it is recommended that they be replaced with



Compared to the historic post card at left, this photograph illustrates the extent to which the former Bradford Pears once obscured the courthouse.

smaller ornamental trees. Such trees will still visually compliment the Courthouse and provide summer shade, but will not obscure this important building. With proper uplighting, this building's architectural grandeur can be accentuated at night. In fact, colored lights might be periodically alternated to provide a "light show" that Gallatin residents look forward to with anticipation.

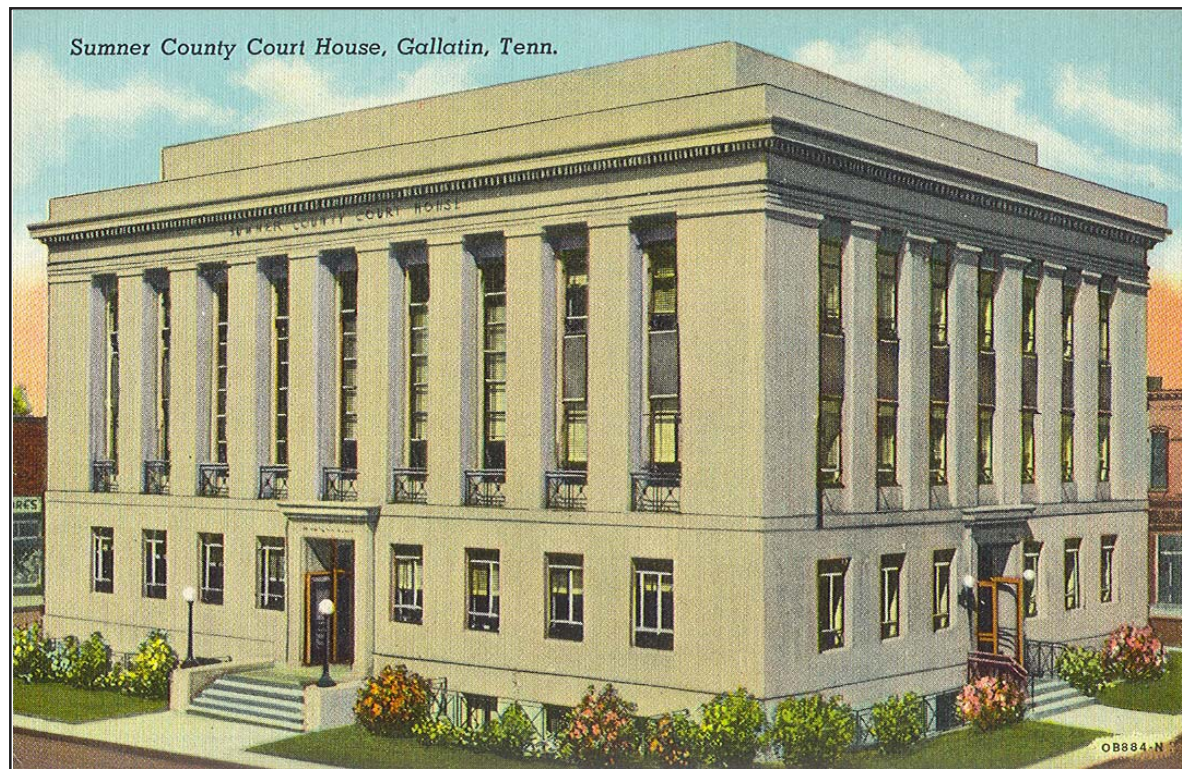
Public Square Improvements

In order to make the Public Square more functional for special events, the following enhancements are proposed:

Remove one of the two driving lanes. Because the square features only one-way traffic accessing angled parking, only one lane is needed.

Expand the width of the sidewalks fronting the square's commercial buildings. By picking up roughly 11 extra feet with the lane elimination, an equal width can be added to the sidewalks.

Replace the asphalt on all four street segments surrounding the Courthouse with a higher-quality paving treatment. Adding a surface utilizing brick pavers, scored concrete, or some similar



This historic old post card underscores the importance of the Sumner County Courthouse to the surrounding community, both at the time of its construction and today.

Public Square Enhancements

treatment will visually enhance the area, reinforce the significance and prominence of the Courthouse, and provide a traffic-calming effect to drivers.

Provide plenty of utility hook-ups for events. These can be accommodated in the base of street lights and elsewhere.

Fit the Public Square for removable bollards. These can be temporarily placed at the Public Square's intersections with Main Street and Water Avenue to block off traffic during events.

Street Paving Treatment

There are multiple options for providing the Public Square with a special paving treatment. In an ideal world, brick pavers or some similar looking concrete pavers could be used as the sole material. However, at a cost of approximately \$12 per square foot, the total cost for the entire Public Square would be roughly \$1,257,300, not including permits, fees, traffic control, repair of unknown underground vaults adjustment or relocation of underground utilities. Existing street lights and signs would be reused. An alternative design could incorporate brick banding with scored and/or broom-swept concrete fields at a cost of approximately \$6 per square foot, or half of the total cost cited above. Although the alternatives of stamped and stained concrete or asphalt were considered as a less expensive treatment for the Public Square, it was determined that the appearance and overall lack of durability of those options would be unworthy of such an important and historic area as Gallatin's Public Square. In particular, the inevitable patching that will be required because of future occasional utility repairs cannot be achieved in a manner that results in a seamless patch. The recommended alternatives, on

the other hand, can be patched much more easily and less noticeably.

Public Square Enhancement Phasing

The final section of this plan, entitled "Implementation Matrix," provides information on where the proposed Public Square enhancements fit into the overall recommended time-frame for plan implementation. However, it is recognized that implementing these enhancements may not be feasible within a single phase because of the costs. Consequently, the following order of priority is suggested for phasing the Square's improvements should multiple phases be required:

Phase 1:

Expansion of sidewalk widths adjacent to the buildings north and east of the Courthouse through the elimination of one of the two existing driving lanes.

Phase 2:

Installation of special street paving treatment on Main Street and Water Avenue adjacent to the Courthouse.

Phase 3:

Installation of special street paving treatment on the Public Square streets north and east of the Courthouse.

This proposed phasing is based upon the idea that the most urgent improvement is to make the Public Square more pedestrian-friendly and better suited for outdoor dining on the expanded sidewalks. With respect to the proposed street paving treatments on all sides of the Courthouse, Main and Water are prioritized because of their high visibility compared with the other two streets.

See Appendix A for a breakdown of project costs.

Impact on Parking Spaces

In keeping with the plan's goal of maximizing on-street parking, the proposed Public Square enhancements result in a loss of 13 spaces, dropping from 51 to 38 spaces. However, if absolutely necessary, the proposed design could be modified to yield a few more spaces. Also, as with all on-street parking in Downtown Gallatin, once the recommendations for managing on-street parking and physically enhancing off-street parking occur, downtown's on-street parking will be utilized more efficiently and experience higher turnover rates.

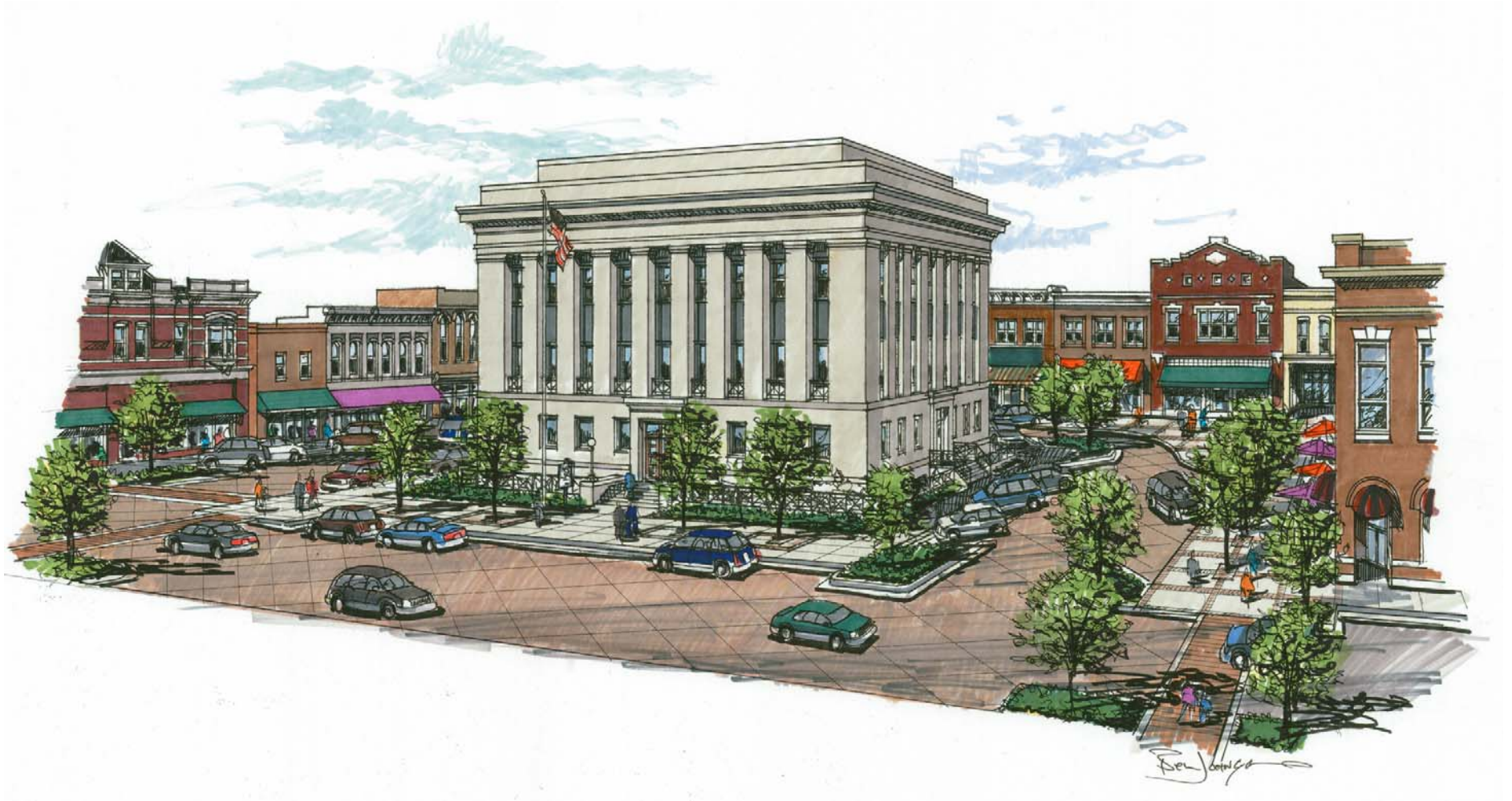


Ornate bollards such as these can be removable and used to temporarily block off the Public Square from vehicular traffic during special events.



Although the Public Square will continue to function as it does today for access and parking, paving and design enhancements will allow for easy conversion into a special events venue.

Public Square Enhancements



The proposed enhancements to the Sumner County Courthouse include replacement of the existing Bradford Pears with smaller complimentary trees and colorful uplighting to create a night-time “light show.” More significantly, the surrounding Public Square can be improved to still accommodate vehicular access and parking as it does currently, but to also lend itself toward special events. The proposed special pavers for all four street segments surrounding the Courthouse will help to frame it in a manner that underscores the Public Square’s significance to the community.

Town Creek Greenway

Town Creek's Current Condition

Town Creek is presently in a condition that is unattractive and lacking in environmental value. It is dry most of the time during summer months, it is closely surrounded by development where it traverses the downtown study area, and it is polluted with both solid materials and stormwater run-off. It is also physically inaccessible to the public.

Despite these negative characteristics, the creek has tremendous potential. Town Creek has the capability to provide a green ribbon through Downtown Gallatin, as well as a wonderful recreational amenity that can serve the entire community. One issue to be resolved is an engineering solution to keeping the creek bed watered year-round.



Recommended Improvements

The following improvements to Town Creek are recommended:

- Public acquisition of floodplain lands along Town Creek
- Clean-up of the existing refuse in the creek
- Strategic landscaping with indigenous plant materials to screen out unattractive views
- Development of a paved pathway along the south side of the creek
- Development of a public parking area on the north side of the creek
- Development of a farmer's market / pavilion on the south side of the creek at the northern termination of G.F.D. Memorial Blvd.

See page 39 for details on the proposed Farmer's Market and multi-use pavilion.

Town Creek Greenway

Implementation Phasing

Because of the overall potential cost of the greenway project, it is recommended that the Town Creek Greenway be implemented in four phases, as follows (see map at right):

Phase 1

This phase includes the area directly behind the proposed Farmer's Market designated as open park area on the plan. This phase would provide the downtown with an informal park area within the very near future, and it would complement the Farmer's Market.

Phase 2

This second phase addresses the existing open area to the northeast of downtown. This area is physically contiguous with Phase 1, and it is already cleared from development.

Phase 3

Phase 3 entails the acquisition of property to the north of the creek and converting it into greenway parking. Because this area includes existing development and will be costly, it might be done in sub-phases.

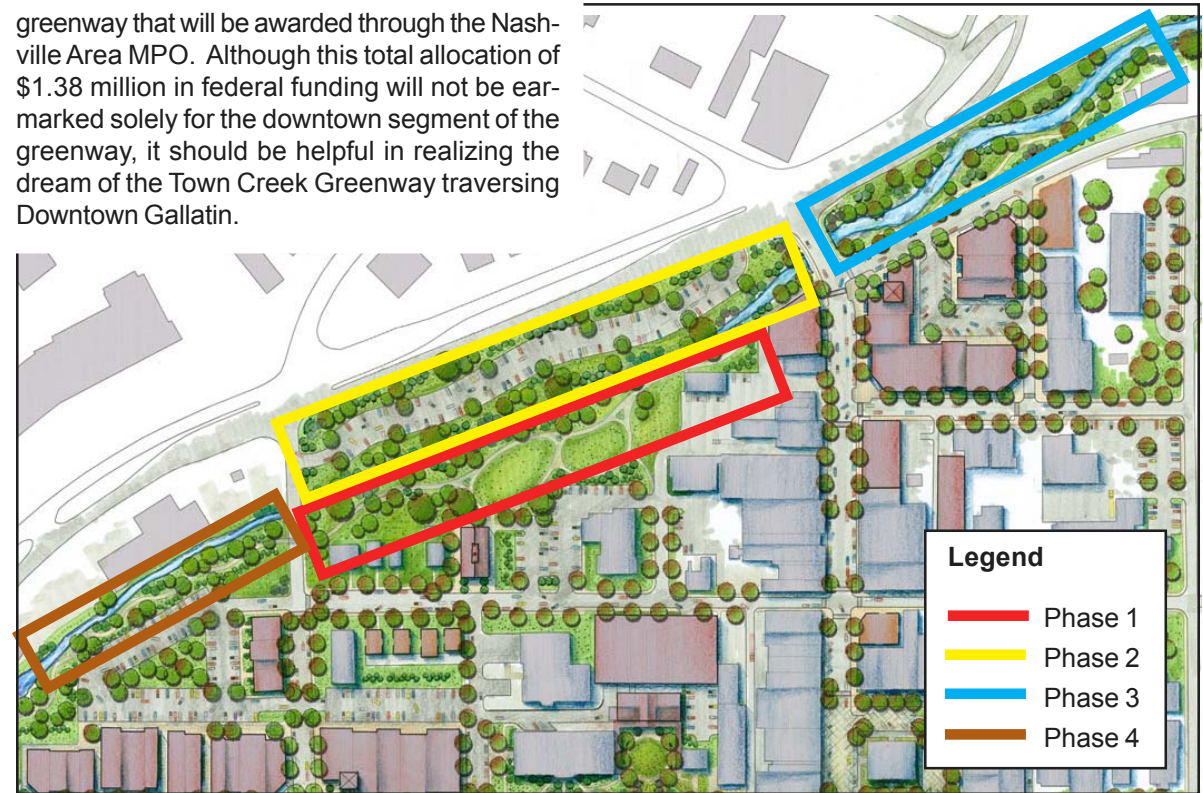
Phase 4

This final phase consists of converting the north-west segment of the creek and potentially connecting with other community-wide segments of the greenway.

Project Funding

The City of Gallatin was fortunate to recently be awarded a federal grant of \$532,000 for development of the greenway along Town Creek from Triple Creek Park to Downtown Gallatin. Furthermore, the City is anticipating receiving another \$648,000 in federal funding for the

greenway that will be awarded through the Nashville Area MPO. Although this total allocation of \$1.38 million in federal funding will not be earmarked solely for the downtown segment of the greenway, it should be helpful in realizing the dream of the Town Creek Greenway traversing Downtown Gallatin.



In addition to being polluted, Town Creek is flanked by development within the floodplain along much of its downtown context.



This photograph illustrates how dry and barren Town Creek can be during summer months.

Farmers Market / Multi-Use Pavilion

Current Farmers Market

At present, a farmers market exists in the police station parking lot on the south side of Town Creek. This site fronts onto West Franklin Street, and GFD Memorial Blvd. terminates at it. It is presently housed in a crude open-air structure, and its operation is relatively loose and informal. The market operates from late-Spring through August, and the types of products sold are not very regulated. In addition to produce, flea market type merchandise is sold.



The existing farmers market is in a parking lot.

Proposed Farmers Market / Pavilion

The following recommendations are for a new and improved farmers market intended to create a greater draw to Downtown Gallatin:

Location

There are multiple reasons to keep the proposed farmers market at the same general location as the existing market. The patrons of the current market are familiar with the location and in the habit of frequenting the site. Furthermore, the existing and proposed site will have good visibility from the highway if and when the development abutting the north side of Town Creek is eliminated, and the market's adjacency to the proposed Town Creek Greenway could create a synergy between the two uses.

Physical Facilities

Structure's Design

It is proposed that a single structure be built to house the market's main operations, while overflow vendors could be located adjacently and provide their own shelters, such as tents. Although the specific design and character of the structure is not critical, it should be both utilitarian and interesting. One popular design for many contemporary farmers markets is a simple gable roof supported by posts to provide a covered but open-air shelter. This type of design often emphasizes the structural components of the structure by leaving beams and rafters exposed and sometimes even exaggerated in scale. Agricultural motifs, such as farming implements and various types of produce, might also be playfully used in the architectural detailing (see following page for a design example).

Structure's Location

It is recommended that the main structure be located to align with the termination of GFD Memorial Blvd. By fronting the structure's primary facade toward this street's axis, it will provide an interesting visual termination and another landmark to better orient people to downtown. Although pavement should not be an overly dominant feature of the site, there should be sufficient access for trucks to load and unload at the main market building. In addition to being a farmers market, the structure should also be adaptable for other community purposes.

Landscaping

Landscaping should consist primarily of trees to offer shade and visual interest. Some beds of perennials and native grasses should be used in keeping with the 'rural farmer's market' concept.

It is recommended that there be a limited use of shrubs due to maintenance challenges and security issues. This area should have vegetation that will bloom several times a year.



It is proposed that the new Farmers Market pavilion serve as a visual termination at the north end of GFD Memorial Blvd.



Farmers Market / Multi-Use Pavilion

Operations

It is recommended that the farmers market be owned by the City and managed by Greater Gallatin in order to increase its quality and scale. The operations should establish standards and regulate the types of produce/products sold, the design and appearance of vendor areas, and the vendors that sell.



Although a variety of design options should be considered for the pavilion, one popular design used for many other urban farmers markets consists of a simple gable roof supported by columns to provide a covered but open-air space.



A high-quality farmers market is an excellent way to attract numerous people to Downtown Gallatin who may not otherwise frequent the downtown. Visits to the farmers market are a good way to remind people that Downtown Gallatin exists, thereby attracting them their for subsequent trips for dining, shopping, and entertainment.

Downtown Gateways

Purpose

Gateways are an opportunity to make a positive first and last impression, which is significant for any downtown marketing efforts. It is important that entry points into Downtown Gallatin convey a strong sense of arrival and departure to visitors, and this impression should be conveyed positively through a high level of visual quality.

Gateway Locations

It is recommended that three gateways be initially designated for downtown, with the potential for two more at a later point in time. The initial three gateways should be at Broadway's intersections with West Main Street, North Locust Avenue, and North Water Avenue. These three locations see the heaviest traffic levels, they are highly visible for through traffic traversing Broadway, they are the three most clear-cut points of arrival for Downtown Gallatin. At some point in the future, the City may be interested in designating gateways at points on East Main Street and South Water Avenue, but at present the lack of a clearly identifiable "entry point" does not bode well for such a measure.

Gateway Designs

Their exact design treatment is not critical, but any gateways to Downtown Gallatin should draw attention and convey a strong sense of quality in materials and design. It is recommended that each gateway include the following key components:

- Human-scaled signage exhibiting a high level of craftsmanship (see sketch on Page 42)
- Landscaping as both decoration and to visually screen any unattractive adjacent views
- External lighting directed on the gateway treatment but carefully shielded to avoid glare

- A series of decorative street lights with colorful banners flanking both sides of each bridge over Town Creek (see sketch on Page 42)

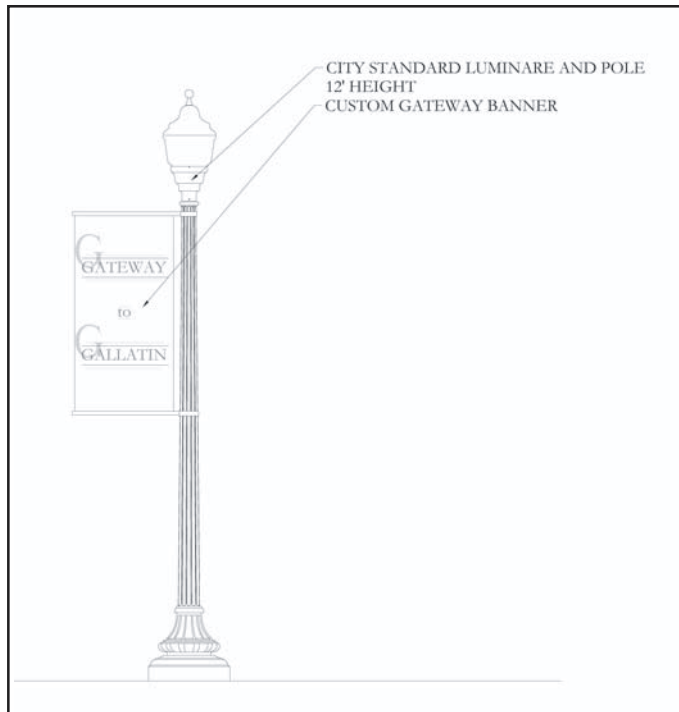
The signage should have a simple and concise message welcoming visitors to Downtown Gallatin. Also, the landscaping should include plant materials with seasonal color, as well as evergreen materials where year-round screening is needed. It is important to keep in mind that gateway treatments will have a limited impact until issues such as overhead wiring and large signs are first addressed along the downtown's gateways.



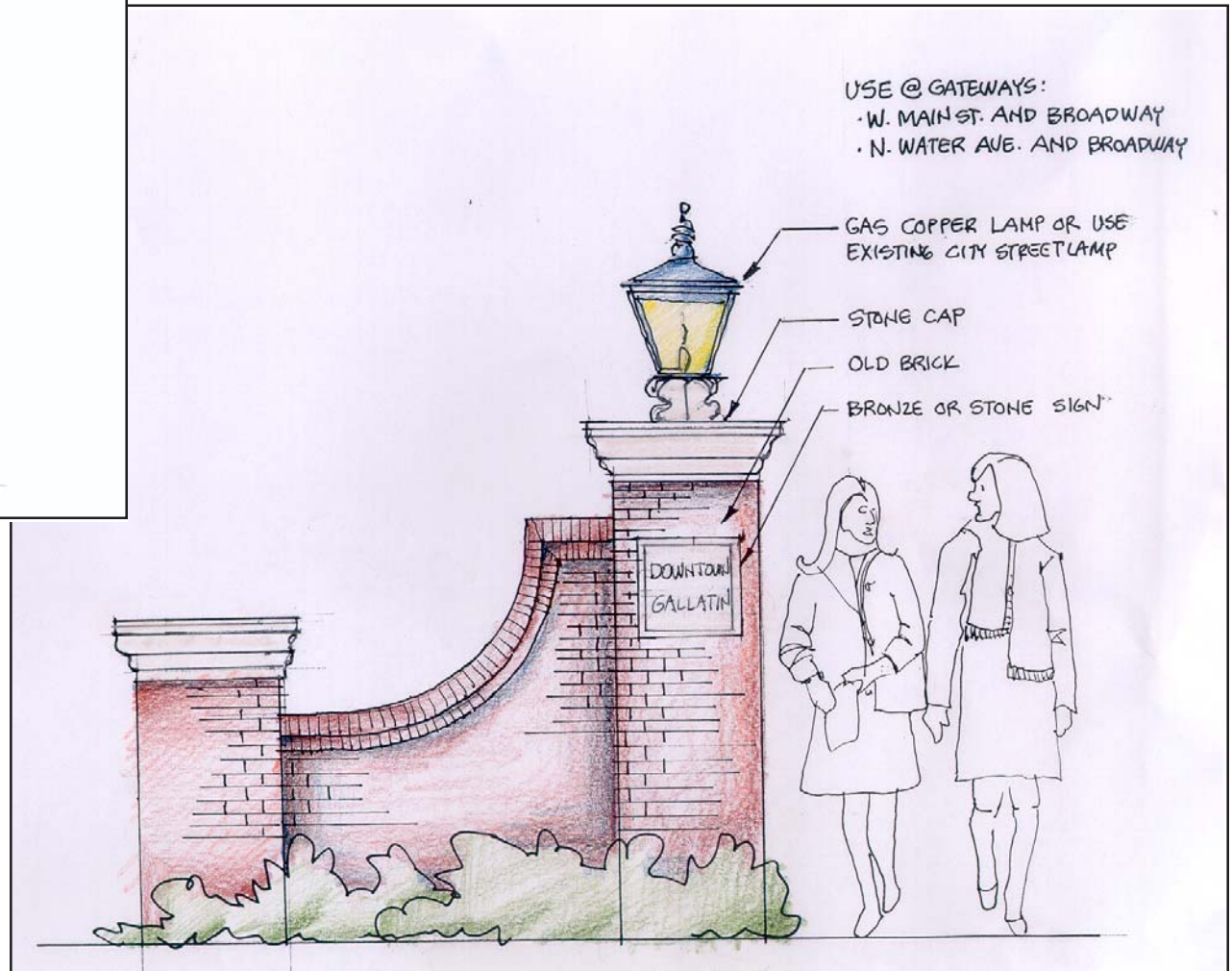
The current gateway to Downtown Gallatin from Broadway via West Main Street fails to convey a positive first and last impression.



Downtown Gateways



A historic looking and human-scaled light fixture is recommended for flanking the proposed gateway treatments to Downtown Gallatin. It can be embellished with a colorful banner, and banners can be changed out to reflect seasons and holidays.



This gateway signage could be applied to each gateway to Downtown Gallatin.

Utilities

Water

The City of Gallatin Public Utilities provides formal planning for public water for the Gallatin area. Water service for the Downtown Gallatin study area ranges from very good in the core to fair as it extends beyond the public square. There is a relatively new 12-inch water line that is located in Main Street and is tied to an existing 10-inch line running in Water Avenue.

According to the Water Department, adequate fire protection is currently available for the area in and around the public square. The perimeter of downtown, however, will require evaluation on a case by case basis as the area redevelops and more specific demands are known.

Sanitary Sewers

Wastewater services are provided by the City of Gallatin Public Utilities. Sanitary sewer lines are available to most all locations within the downtown study area. In fact, downtown, especially the public square area, has a number of unmapped sanitary sewer lines. These are typically old and in need of repair or replacement. As building rehabilitations and redevelopment occur, the individual sanitary sewer needs will require evaluation and coordination with the City on an as-needed basis.

Storm Sewers

Stormwater management, planning and review is the responsibility of the City of Gallatin's Department of Public Works. There are no specific stormwater systems improvements that were identified within the master plan area. Due to the lack of mapping for existing stormwater drainage, renovations and alterations of the street and drainage system should be evaluated

on a case-by-case basis.

However, the overall topography of the area allows for excellent drainage for the public square in any direction. The existing street drainage is good, but should be evaluated prior to specific street improvements. For example, the capacity of the existing curb and gutter system to transport stormwater has been diminished in some areas where the street surface has been overlaid several times. Prior to additional resurfacing, these areas should be milled to restore the curbs ability to transport stormwater.

Town Creek is one particular area identified for needed future improvements. Development along this drainage corridor will require coordination with the City Engineer. There is a mapped floodplain and floodway along Town Creek that will limit certain types of development along the creek. Greenways, landscaping and parking are the types of improvements that should be encouraged in such areas.



Town Creek is an important drainage corridor for the downtown area, and much of the land along it is a floodplain not conducive toward development.

Gas

Gas service is available throughout the downtown study area. The City of Gallatin Public Utilities is responsible for providing gas service.

Electricity & Telecommunications

Electric service is supplied by the City of Gallatin Department of Electricity. The main power for the buildings in the public square and along the core of Main Street are fed from the rear alleys and peripheral minor streets. However, overhead lines on wooden utility poles are prevalent along downtown's other streets. These lines could be buried as part of future streetscape improvements in order to provide a more aesthetic appearance for the downtown area. The telephone and cable services typically follow the same route as the electric services. These services can be relocated underground as needed and in the same trench as electric lines. In fact, the Gallatin Department of Electricity provides specific details for underground conduit that would accommodate such burials. The conduit would provide for multiple utilities, including telephone lines, cable, and related lines. It is recommended that new installation and relocated existing overhead utilities go underground as much as possible, especially on those segments of Main Street and Water Avenue where they are still above ground.



Although Water Avenue is a highly-traveled and highly-visible street, only the segment near the public square is currently void of overhead lines. This portion of South Water could be greatly enhanced by underground lines.

Market Position & Image Development

Market Position

For the purposes of this plan, the term “market position” refers to how a particular area relates to its broader economic and market context. It is critical to the future success of Downtown Gallatin that it have a clear understanding of its current and desired market position within the area.

Existing Market Position

Downtown Gallatin is currently part of a broad regional market. Despite the community’s increasingly diminished role as the center for a rural economy, Gallatin is still the largest market center in the upper Cumberland counties, including Trousdale, Macon, Smith, and Clay. However, Downtown Gallatin has lost its preeminent economic position as the market center of this region to Hendersonville and competitive nodes along I-65 and I-40.

Regardless, there are specific market segments for which Downtown Gallatin has maintained a strong position within the regional economy. For example, Gallatin’s governmental employment base, particularly local governmental jobs, is still a key component of Downtown Gallatin’s market. Similarly, downtown is still an important center for financial and legal services, with the latter being drawn to the County Courthouse. Downtown is also a religious center based upon the several existing churches that have made a long-term commitment to remain in Downtown Gallatin. Beyond those primary sectors, however, Downtown Gallatin does not necessarily have a particularly high level of market strength, especially with regard to general retail, service and residential uses.

Proposed Market Position

Based upon downtown’s existing strengths and potential, as well as market opportunities within the region, the following market segments should become a focus for Downtown Gallatin:

Existing Strong Sectors to Expand

- Governmental offices
- Legal Services
- Financial Institutions
- Religion

Existing Weaker Sectors to Fully Develop

- Specialty Retail
- Dining
- Entertainment
- Residential
- Offices for Small Businesses
- Farmers Market



Although Downtown Gallatin may want to borrow some of the market strategies employed by the outlying suburban commercial centers, it needs to develop its own niche in the trade area rather than competing head-to-head with suburban businesses such as these.

Image Development

In order to successfully market a product, including a downtown, it is important that it first be understood how that product is currently perceived by the market. Then the optimal image to project in the future must be decided.

Existing Image

At present, there is no clearly distinct image for Downtown Gallatin, neither inherently or consciously promoted. However, the household survey administered as part of this project identified two perceived existing strengths for downtown - historic character and walkability/small town feel. Those two categories, combined, captured 82% of the responses. Therefore, it can be assumed that those two characteristics comprise, at least in part, Downtown Gallatin’s current perceived image.

Proposed Image

There is a range of potential themes for Downtown Gallatin to choose from, but some of the more common ones developed for other downtowns include: “Small-Town USA,” “Historic District,” “Chic Shopping & Dining District,” “Hip Entertainment District,” and “Bohemian District.” It is not critical that a downtown lock itself into any one particular image, as combinations can sometimes work. Regardless, many of the images listed above would be clearly inappropriate for Downtown Gallatin. Based upon Downtown Gallatin’s existing and potential strengths, it is recommended that the following key themes be projected through its future marketing efforts:

- Historic Downtown
- Small-Town USA
- Dining & Shopping District
- Special Events Venue

Tenant Mix

This plan section focuses on retail and service oriented businesses for Downtown Gallatin, as opposed to office, governmental, religious and similar uses.

Existing Tenant Mix

Of Downtown Gallatin's current mix of retail and service businesses, most of its building area (63%) consists of "shopper goods." Also referred to as "comparison goods," such as antiques, furniture and clothing, these retail businesses comprise 33 of downtown's existing 61 retail businesses, totalling 120,000 square feet. Eating and drinking establishments account for the second largest amount of retail space (14%), followed closely by "convenience" businesses. These businesses include florists and cleaners, and they occupy 13% of downtown's building space. The remaining two business categories within retail and service uses are personal services and entertainment, which comprise only 6% and 4% of space, respectively. A much more detailed analysis of the existing tenant mix can be found in "Appendix A: Existing Market Conditions" of this plan's *Background Study*.

Proposed Tenant Mix

"Appendix A: Preliminary Market Findings & Recommended Business Mix" of this plan's *Concept Plan* outlines two different scenarios regarding the market potentials for Downtown Gallatin. Scenario A is based upon a moderate level of physical improvements and marketing efforts for downtown, while Scenario B hinges upon a more aggressive set of strategies. The recommended tenant mix takes a conservative approach by

assuming Scenario A. Therefore, the following market demand is projected by square feet of building area:

| Gross Demand (SF) | | | | |
|-------------------|----------------|----------------|----------------|---------------|
| Type of Good | 2004 | 2009 | Existing | Net New |
| Convenience | 18,300 | 22,200 | 13,400 | 8,800 |
| Shopper Goods | 142,200 | 126,000 | 79,600 | 46,400 |
| Eating/Drinking | 31,000 | 32,000 | 25,800 | 6,100 |
| Entertainment | 14,200 | 13,700 | 7,300 | 6,400 |
| Personal Services | 8,300 | 9,500 | 11,700 | (2,200) |
| TOTAL | 214,000 | 203,400 | 137,800 | 65,500 |
| Existing Vacant | | | 37,000 | |
| Net New Demand | | | | 28,500 |

Based upon this projected market demand, the following business mix is recommended:

| Type of Use | Square Feet |
|---|----------------|
| Entertainment | 10,000 |
| Specialty Merchandise Store | 10,000 |
| Home Furnishings | 12,000 |
| Specialty Restaurant(s) | 12,000 |
| Hobby, Toys, & Games | 11,000 |
| Bakery / Specialty Food | 7,500 |
| Specialty Health Store | 2,500 |
| Apparel / Accessories | 8,000 |
| Sporting Goods | 5,000 |
| Tourist Attraction | 20,000 |
| Offices - Professional / Corporate | 100,000 |
| Offices - Finance / Insurance / Real Estate | 20,000 |
| Offices - Medical | 20,000 |
| TOTAL | 238,000 |

The most likely entertainment uses are live music, while restaurants that should be targeted include ethnic, a country diner, and a coffee house. Sports bars, Irish-style pubs and micro-breweries also often do well in downtowns. It is recommended that apparel and accessory stores target a middle to upper income market, and tourist attractions might include a railroad or music museum. With respect to national versus regional and local businesses, it is recommended that regional and local businesses be targeted. Not only are national chains and franchises extremely difficult to attract to small down-

Of those who responded to the household survey, 37% felt that Downtown Gallatin's single greatest weakness is its need for more and better businesses. That attribute received the highest rating among all of downtown's existing weaknesses.

towns, but only a handful would be desirable anyway, as regional and local businesses will provide the market with more unique offerings to become a draw.

In addition to other retail uses, it is recommended that more residential units be added to downtown, especially for existing upper floor space. Because downtown's current residential market is dominated by seniors, it is recommended that future housing target a more diverse market.



New apparel stores need to target a middle to upper-income market in order to elevate Downtown Gallatin's image and economic health.

Business Development

Business Retention

The retention and expansion of existing businesses is as important to Downtown Gallatin, if not more important, as new business recruitment. It does little good to land a new business for downtown if two existing businesses close at the same time. The simple yet laborious answer to successful business retention and expansion is frequent communications between downtown businesses and Greater Gallatin, perhaps via the Downtown Merchants Association. By being aware of businesses that are struggling, Greater Gallatin has the potential to bring assistance to the business. Many downtown organizations maintain a business development committee of peer business owners that can offer advice and support to businesses that are sailing through choppy waters. In order to avoid confidentiality concerns, some downtown programs in differing communities will exchange business development committees so that businesses are not opening their books to people within their own community. The nearest office of the Small Business Administration (SBA) can also be brought in for consultation, as well as the SBA's Service Corps Of Retired Executives (SCORE). Another approach for consideration is for Greater Gallatin and/or the Downtown Merchants Association to host periodic meetings, such as a monthly breakfast, in order to maintain a continuous dialogue with downtown businesses.

Business Expansion

When downtown businesses are prospering and ready to expand, it is critical that the downtown organization keep them within the downtown. It is recommended that Greater Gallatin maintain a standing real estate committee comprised of brokers, leasing agents and property owners.

This group should help Greater Gallatin maintain an up-to-date inventory of available space so businesses considering expansion can be accommodated within downtown. The communication network suggested previously for business retention efforts should be able to "red flag" any businesses needing to expand.

Business Recruitment

One key to successful business recruitment will be to implement the many physical improvements recommended in this plan. The other critical element will be for Greater Gallatin to take an aggressive and methodical role in business recruitment. The following steps are recommended:

Identify existing businesses elsewhere in Gallatin and the region that are consistent with the recommended tenant mix, in addition to any others that were not necessarily targeted, but might be inadvertently discovered.

Create marketing packages to provide convincing evidence that targeted businesses should open a location in Downtown Gallatin. Marketing materials should include articles on positive improvements to downtown, excerpts from this plan, real estate information, and other data available through the Chamber of Commerce.

Emphasize any specific potential incentives that might be made available to help lure them to Downtown Gallatin (see the following plan section on funding and financial incentives).

Identify specific buildings or building sites based upon this plan and Greater Gallatin's most current inventory, and have general information available regarding owners' contacts, rental rates and overhead costs.

Contact the targeted business owner and schedule an appointment to meet and discuss a possible relocation to Downtown Gallatin.

Greater Gallatin should continue to serve as a liaison with key people and entities, such as the City, utility companies, and property owners. They should help walk new businesses through the approval process with respect to development approvals, utility hook-ups, business licenses and other regulatory hurdles.

Add the business to the correspondence mailing list of Greater Gallatin if there is the potential that the business may relocate to Downtown Gallatin in the future. The organization should keep in touch with that business through periodic phone calls, visits and mailings.

Business Plan Contest

Chippewa Falls, Wisconsin, is a town of only 13,000 people, but its Main Street program established a creative way to help start-up businesses in their downtown. They sponsored an annual contest in which prospective new businesses submitted their business plans to compete with other proposed new businesses. A business specialist with the Wisconsin Department of Development helped contest applicants prepare their plans, and a panel of six judges evaluated the plans based upon their quality, as well as the potential of the proposed business to fill a market niche for Downtown Chippewa Falls. The winner's prize consisted of a \$5,000 grant and a \$20,000 low-interest loan to get their business started. The grant money was donated by downtown's five banks. Examples of businesses established through this program have included a computer systems firm and a book store. Although the program was eventually discontinued because the banks elected to no longer support it, the program can serve as an innovative model for other downtowns, including Downtown Gallatin.

Management, Marketing & Promotion

Downtown Organization

It is difficult to effectively implement a downtown strategy without one or more formal entities to do the work. Gallatin is blessed to have two such organizations - Greater Gallatin and the City.

Greater Gallatin, Inc.

Greater Gallatin is a non-profit organization dedicated to the revitalization of Downtown Gallatin. It was established in 1982, it is staffed by an Executive Director, and led by a Board of Directors comprised of various downtown stakeholders. Greater Gallatin is affiliated with the State and National Main Street programs, and it focuses on the following four areas:

- Organization
- Promotion
- Design
- Economic Development

In addition to being involved in conventional downtown revitalization activities, Greater Gallatin's staff also spends approximately half of its time operating the Palace Theatre. The organization's funding consists of the following three sources, which are relatively evenly split: Palace Theatre revenues, fund raising events, and donations, including \$20,000 annually from the City. The total annual budget is approximately \$86,000.

It is recommended that the following two key changes occur for Greater Gallatin: 1) Expand its range of downtown revitalization activities, and 2) Expand its funding base in order to achieve expanded activities. The recommended expanded activities are suggested throughout this plan, but particularly within the sections addressing marketing, promotion, business

development, centralized retail management, and similar issues. Suggestions for expanding the organization's funding base are provided on page 50 under "Funding & Financial Incentives." However, one very important recommendation is to hire a separate manager for the Palace Theatre in order to free up the Greater Gallatin staff to focus more on revitalization efforts. Although this approach would clearly cut into the theatre's revenues, the organization believes that some revenues could still be generated by the theater despite the increased costs.

Local Governments

Despite Greater Gallatin's existence, the City will clearly need to continue being a key financial supporter in order for success to be sustainable. In addition to helping financially support Greater Gallatin, the City is critical to insuring many of downtown's physical enhancements, such as future streetscape improvements. Although the County has not contributed financially to Greater Gallatin in the past, they should be approached in the future given the fact that Gallatin is the County seat, making the County government a bonafide stakeholder.

Centralized Retail Management

Centralized Retail Management (CRM) is the same technique used by thousands of shopping malls across the country in which the retailers are organized to function as a single unit. CRM includes coordinated days and hours of operation, common area maintenance, and a tenant location strategy, although the latter is not recommended for Downtown Gallatin based upon the downtown's small geographic area.

Days & Hours of Operation

One competitive advantage enjoyed by suburban

shopping malls is that all of the mall tenants must comply with consistent days and hours of operation, and the community's shoppers are aware of those days and hours of operation. Downtown Gallatin needs to use the same strategy. At present, most businesses in Downtown Gallatin operate from 10:00 AM to 5:00 PM during weekdays, which does not even give most employees an opportunity to shop after work. Most businesses are open on Saturday, but nearly all are closed on Sunday, and some are also closed on Monday. A few of the restaurants are the only exceptions to these rules. Business operators often explain that the low volume of business cannot justify enduring the costs of staying open during those hours and days. They are correct because, as long as the market believes that downtown is closed on evenings and weekends, few people will venture downtown for shopping.

Instead, Downtown Gallatin's retailers must band together and agree on the specific days and hours of extended operations. A good starting point is for all businesses to remain open every Friday and Saturday evening, as well as staying open on weekdays until at least 7:00 PM to give shoppers a window of opportunity to make purchases after work. Many retailers will continue to close on Sundays for religious reasons, and that decision must be respected. With regard to weekday evenings, some downtowns select one or two days per week or month to keep shops open, and they make sure to get the word out through advertising. While the growing pains can be difficult, and it may take up to six months of extended hours before the market catches on, the long-term rewards are often worth it.

Common Area Maintenance

Common Area Maintenance programs, or CAMs, have their origins in suburban shopping malls.

Management, Marketing & Promotion

As part of their contract to lease space, retailers in malls pay CAM fees so that the common areas are physically maintained and regularly cleaned. In shopping malls, common areas include all building space accessible to the public that is not part of a leased tenant space, such as atriums, food courts, and rest rooms. Downtown Gallatin's equivalent to a shopping mall's common areas is the public right-of-way, including streetscapes, parks and plazas. Technically, these areas are maintained by the local government. However, in many communities the level of maintenance provided by the local government is inadequate to compete with the level of maintenance provided for common areas in shopping malls. Although the City of Gallatin does the best it can with limited financial resources, it cannot compete with privately owned retail centers. Therefore, one of the greatest opportunities for individual businesses in Downtown Gallatin to join forces in a constructive manner is to establish a CAM program. A downtown CAM program requires the following key components:

Management Entity

Management for a CAM program is typically provided by a downtown organization such as Greater Gallatin, although an option is to contract with the City to provide a higher level of service than would normally be provided. CAM program employees should be highly visible and identifiable both as a sign of progress for downtown and to make the employees accountable. Many downtowns issue colorful jump suits containing the downtown logo.

Work Program

The work program for CAM employees should be very specific and scheduled by days and

times. In particular, landscape maintenance needs a specific schedule, especially when watering, weeding and trimming are concerned. An example of a daily routine would be to pick up and sweep any noticeable trash within common areas, while chores that might be done every few days or weeks include scrubbing benches and paved surfaces. Repairs to streetscape elements will also be required as needed. Seasonal chores would include the installation of new street light banners for specific holiday seasons, as well as the installation of Christmas decorations at the beginning of the holiday shopping season.

Funding Source

The greatest challenge for any downtown CAM program is securing an on-going funding source. This issue is addressed on page 50. However, if funding is unavailable for CAM program employees, closely monitored prisoners should be considered as an option, as many communities have a successful track record with such programs.

Logo

A good starting point for any aggressive marketing program is the adoption of a logo. In addition to being incorporated into the letterhead of the downtown organization, it can also be used for joint advertising, decorative banners for street lights, shopping bags, and similar uses. Although Greater Gallatin has an attractive logo, it is not used much any more, and the historic building that it portrays does not actually exist in Downtown Gallatin. Therefore, the organization should consider adopting a new logo. If a new logo is adopted, it should be simple, easily recognized, and convey a high level of quality.



Although Greater Gallatin's existing logo is attractive, the building portrayed does not exist in Downtown Gallatin, and the logo is not used much anymore. A new logo should be considered.

Joint Advertising

Joint advertising is an approach in which multiple businesses combine their efforts to advertise as a cohesive unit. By advertising jointly, the public will begin to see the downtown as a singular destination for buying goods and services, much like a shopping mall. The Downtown Merchants Association currently coordinates joint advertising in the News Examiner in which the individual businesses pay for half and the association pays the other half. However, because it does so infrequently, it is recommended that Downtown Gallatin's businesses increase their level of joint advertising, particularly during strategic times such as holidays.

Brochures

Brochures promoting downtowns have been a dependable tool for many years, and they are still relevant and effective today. A good brochure design balances high-quality graphics with the minimal amount of text needed to convey the most important information.

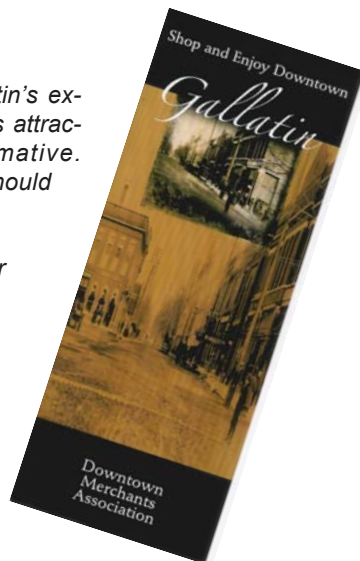
Downtown Gallatin is fortunate to have a well-design brochure recently developed by the Downtown Merchants Association. It consists

Management, Marketing & Promotion

of a map and coordinated descriptions of downtown businesses, and it is supported by advertising to subsidize the costs. Although most of it is black and white in order to minimize costs, the cover includes color and is very attractive. Given the turnover rate of some downtown businesses, it will clearly need to be updated every year or two.

All of the attention paid to content and design will be of little value if the brochure never makes it into the hands of the buying public. Geographically, the area of distribution should be broad. It should include Downtown Gallatin itself, Gallatin in general, and neighboring communities, including Nashville. Given Gallatin's accessibility to I-65, brochures should also be provided in hotel, restaurant and visitor center brochure racks as far away as a couple of hundred miles so that travelers have plenty of time to adapt their travel plans for a visit to Downtown Gallatin.

Downtown Gallatin's existing brochure is attractive and informative. Consideration should be given to also creating a downtown walking tour brochure that focuses on historic architecture.



Window Displays

A rule of thumb in the retail industry is that an impulse shopper decides whether or not to enter a store in approximately 8 seconds. People really do judge a book by its cover, and nothing reflects more strongly on a shop's merchandise and quality than its window displays.

While some of Downtown Gallatin's businesses have provoking window displays, most do not. In addition to lacking creative designs and frequent changes, most downtown storefronts are not lit in the evening. Not only does this represent a missed opportunity for advertising businesses and animating the downtown, the lack of lighting makes downtown appear to be less safe at night.

In addition to keeping window displays lit all night, it is recommended that a great deal of thought and creativity go into creating window display. The input of experts should be considered, and window displays should be changed every three weeks at a minimum. "Cross marketing" with other Downtown Gallatin businesses should be considered in which merchandise from other downtown stores is utilized and credited in the display.

Sales Promotions

At present, sales promotions are rarely held in Downtown Gallatin, but they should be held more frequently. As with joint advertising, sales promotions will require a great deal of team-work among various businesses, and promotions should be coordinated by Greater Gallatin and/or the Downtown Merchants Association. Key holidays often serve as a good opportunity for sales promotions, and joint advertising should

be used to market sales events. All sales promotions should focus on quality and avoid a "bargain basement" image for Downtown Gallatin. Standards should be adopted for the outdoor display of goods, to include requirements such as an attractive skirting for tables.

Special Events

In addition to their fund raising potential for Greater Gallatin, special events are important because they attract people to downtown to have a positive experience. Even if they do not spend money in downtown businesses during the event, the exposure to downtown might prompt them to return for subsequent visits.

At present, the key downtown events are the "Square Fests," which attract 6,000 to 8,000 people in the Spring, and 17,000 to 20,000 in the Fall. Other events include the Christmas Open House on the second weekend of November, the Tree Lighting Ceremony on December 1st, and the Christmas Parade. However, one clear missed opportunity is a Fourth of July Parade. There is no such parade currently held in Gallatin, but it is recommended that the tradition be initiated in downtown. It is recommended that no more than a half dozen major downtown events be attempted annually to insure a high level of quality. However, a regular event series that are smaller in scale and can be standardized for minimal management needs should be considered, such as a monthly or weekly "Jazz on the Plaza" or "Shakespeare in the Park" during good weather months. Such events will be more readily accommodated once the proposed City Hall Park is developed.



2004 Fall Square Fest

Funding & Financial Incentives

Program & Project Funding

The following types of funding are those that might be used by Greater Gallatin and the City of Gallatin to fund both on-going and one-time costs related to downtown revitalization.

Business Improvement District

Business Improvement Districts (BIDs) are a tool that has been used successfully by thousands of commercial districts across the country. BIDs are permitted in Tennessee through the State's existing enabling legislation, and they have been implemented in communities such as Nashville and Knoxville. A BID is typically established at the local level through a two-step process: 1) a referendum of effected property owners to gauge the amount of support, and 2) an approving resolution or legislation passed by the municipal government. Once formally designated, an additional property tax is placed on the effected properties and those revenues go toward the activities of a revitalization group such as Greater Gallatin.

The advantage of such a stable funding source is that Greater Gallatin would be able to expand its range of activities in accordance with the recommendations of this plan. Examples of such activities include the recommended Common Area Maintenance (CAM) program, business development, and more aggressive marketing and promotion. Without such funding, the organization will continue to spend precious time on managing the Palace Theatre and seeking funds to keep it going, rather than focusing on important issues for downtown. It is recommended that a BID be explored by Greater Gallatin, including examining relevant case studies, and discussed with downtown property owners to gauge their level of interest.

Capital Improvements Funding

Capital improvements include one-time expenditures for projects such as: streetscape and intersection improvements; the construction of a garage, library and City Hall annex; and the development of a greenway along Town Creek. There are three primary sources of funding for such projects. One steady source that is replenished each year is Community Development Block Grant (CDBG) funding that is distributed to entitlement cities such as Gallatin each year by HUD. These funds can be used for activities such as land acquisition, utility upgrades, and streetscape improvements. Another related funding source is HUD's Section 108 Loan Guarantees. This program allows communities to convert a portion of their CDBG funds into federally-guaranteed loans for a variety of revitalization activities. The third likely source is federal transportation enhancement funding that is distributed by TDOT. In fact, the City recently received such a grant for streetscape improvements around the Public Square, and those funds will be used to help implement some of the specific ideas provided by this plan.

Financial Incentives

The types of incentives discussed here are those that are intended to attract private-sector investment in Downtown Gallatin.

Existing Incentives

Perhaps the most useful existing incentive for revitalization is the federal Historic Rehabilitation Investment Tax Credit. This program is available for buildings that are National Historic Landmarks, listed in the National Register, determined as being National Register eligible, and/or that are contributing to National Register Historic Dis

tricts and certain local historic districts. Approximately two-thirds of Downtown Gallatin is within a National Register district, and most of the other historic buildings outside of the district would be deemed eligible. Properties must be income producing, such as office, retail, and apartment projects, and must be rehabilitated according to standards set by the Secretary of the Interior. A federal tax credit worth 20 percent of the eligible rehabilitation costs is available for qualified buildings and projects. Eligible project costs generally must exceed the value of the building itself (not including the land) at the beginning of the project. Most rehabilitation costs are eligible for the credit, such as structural work, building repairs, electrical, plumbing, heating and air conditioning, roof work and painting. Certain types of project costs are not eligible for the credit, such as acquisition, new additions, furniture and landscaping. The IRS also allows a separate 10 percent tax credit for income-producing buildings constructed prior to 1936, but not listed in the National Register. While not as valuable financially as the full 20 percent credit, it provides some incentive for preserving older buildings with less stringent rehabilitation standards being applied. It is recommended that the benefits of this incentive be strongly promoted within Downtown Gallatin.

Proposed Residential Incentives

On August 25th, 2005, a meeting was held with approximately a dozen local real estate developers in an attempt to identify potential incentives that the City might pursue in order to increase residential development in Downtown Gallatin. Appendix B of this plan contains two separate but related technical memorandums regarding incentives. The first one addresses incentives for downtown development in general, including retail and office space. The second memorandum specifically addresses residential development, as the addition of housing units is

Funding & Financial Incentives

considered particularly important for the future health of Downtown Gallatin. Housing development and the potential corresponding incentives have been categorized into three distinct groups, as follow:

Neighborhood Housing Development

The area located immediately south of Main and Smith Streets appears to have the greatest potential for new housing on a significant scale, including single-family and multi-family housing. The following types of incentives should be pursued:

- Land assembly assistance
- Relocation program for households and businesses
- Infrastructure investment
- Homebuyer fiscal incentives

Infill Housing

Residential development in the form of smaller scale and higher density housing, such as multi-story condominiums, apartments and senior housing, should be targeted within the northeast portion of downtown. The following types of incentives should be pursued for this area and housing type:

- Development mechanisms and equity partnerships
- Higher-density housing incentives

Building Rehabilitation for Housing

In order to encourage the conversion of vacant upper-floor space throughout Downtown Gallatin, the following incentives should be created:

- Building rehabilitation loans or grants
- Fiscal incentives

Please see Appendix B of this plan for a more detailed discussion of these various financial incentives.



Financial incentives designed to yield more upper floor housing within the core of Downtown Gallatin should be targeted to existing historic buildings such as these buildings shown above and below. Combined with the federal investment tax credit for historic rehabilitations, such incentives can make some projects viable that would otherwise not be financially feasible.



Public Policies

Zoning & Development Regulations

As is explained in detail on page 21 of this plan's *Background Study*, the downtown area is zoned Core Commercial (CC). It permits a wide range of land uses, including retail, restaurants, personal services, professional services, community facilities, single-family houses, attached dwellings, and multi-family housing. However, there are some permitted uses that should not be, as well as others that should be more readily available. Consequently, the following recommendations are made:

- Convenience markets with fuel pumps should be restricted from the core of downtown, although they should be permitted in downtown's peripheral areas in close proximity to the highway with strong design standards.
- Parking lots should be reclassified so as to not be a permitted primary land use, but instead be treated as an accessory use to a parcel's primary use in order to avoid the loss of historic buildings to parking lots. Public parking facilities should be exempt.
- Drive-thru windows are not specifically addressed in the CC zone, but they should be prohibited from downtown because of their incompatibility with a pedestrian environment.
- Building height standards permitting an additional 1.5 feet in height above the 35 foot limit for every 1 foot of front setback beyond the minimum requirement should be eliminated in order to avoid inappropriately tall buildings with excessive front setbacks on large lots.
- The minimum permitted lot size should be either completely eliminated or reduced substantially from the current 10,000 square foot minimum, as many of downtown's most beloved historic buildings are on lots ranging between 750 and 2,000 square feet in area.

Historic / Urban Design Review

As noted previously, the household survey for this plan revealed that the single most valued aspect of Downtown Gallatin is its historic character. The current lack of regulatory protections puts downtown's historic character and urban qualities at threat. It is recommended that special design review overlay zoning be applied to Downtown Gallatin. An overlay zone controls only design issues, as opposed to land use and density issues that are controlled by the underlying "base zoning." To the extent that the overlay zoning applies to existing historic buildings, the associated design guidelines should be consistent with conventional historic zoning standards, although they should also include criteria tailored specifically to the unique characteristics of Downtown Gallatin. For new development, the guidelines should focus on compatibility with historic buildings, as well as insuring traditional urban design principles. Examples of such principles include buildings located close to the street, rear parking areas, vertically-oriented windows and doors, and human-scaled facade massing. It is recommended that the City's existing Historic District Commission provide the design review for this new overlay zoning. See page 54 for additional recommendations on overlay zoning for the Highway 31 corridor.



Only through the adoption of an urban design overlay zone and years of future redevelopment will a more appropriate gateway to downtown emerge.

Building Codes

The intent of building codes is to provide minimum requirements for new and renovated buildings in order to protect the health, safety and welfare of the public. Fire prevention and life safety remain the primary focus. The codes are written so the regulations can be consistently and uniformly interpreted.

Most building codes are primarily written to govern new construction, so when new codes are adopted, many buildings fall out of compliance within a few years of construction. Requirements vary depending upon the occupancy or function of the building. Typical occupancy categories include residential, assembly, business, educational, and industrial. In addition to occupancy type, buildings are considered by their construction classification (fire resistance characteristics).

Existing buildings, especially historic ones, were often constructed before the adoption of building codes, or according to codes that were very different from the current standards. This does not necessarily mean the buildings are unsafe, as the building may have functioned safely for many decades.

Until recently, three primary building codes were used in the United States. Local governments officially adopt a specific building code and, until recently, Gallatin used the SBC (Southern Building Code). Local codes may contain amendments or changes particular to the local environment and conditions. The authorities will also adopt different codes for mechanical or electrical work. As of January 2005, the City of Gallatin adopted the new International Building Codes, which have specific provisions for existing and historic buildings. This includes the following components:

Public Policies

- International Building Code
- International Residential Code
- International Fire Code
- International Plumbing Code
- International Mechanical Code
- International Electrical Code
- International Existing Building Code

The existing SBC building code addresses the issue of historic buildings in Chapter 34: Existing Buildings. This section provides more discretion to local building officials in the application of code requirements if a building has been designated as historic by the state or local jurisdiction. Although part of Downtown Gallatin is within a National Register district, there is currently no state or local designation.

Common Code Challenges

Some of the most common code problems to be dealt with in the renovation of historic buildings include the following:

- Meeting required fire separation between occupancies
- Number and locations of exits
- Most areas need two exits (stairs from an upper floor, for example)
- Open stairways (not located inside a fire rated enclosure)
- Transom windows, opening into egress routes or corridors
- Doors that swing into the egress route

- Inadequate fire ratings for historic construction materials
- Stairways that do not provide roof access
- Exit routes that do not empty to the outside or a safe location
- Dead-end corridors
- Open atriums
- Stairs that are too narrow, steep or have irregular riser heights

Common Code Solutions

Common code solutions for historic buildings include:

- Installation of automatic smoke and fire alarms and detectors
- Installation of a sprinkler system (alleviates numerous code problems, but costly)
- Self-closing devices on doors to halt the spread of fire and smoke
- Sensitively covering transom windows on the least visible side
- The use of fire escapes is allowable, with restrictions
- Installation of equipment for venting smoke from stairwells and atriums (costly but effective)
- The use of intumescent paint to protect building materials from fire

Keys to Code Solutions

The keys to finding code solutions for historic buildings include:

- Understand the intent of the code.
- Understand how the applicable code treats historic buildings.
- Understand the constraints of the code official.
- Utilize variance and appeal boards.
- Determine the preservation priorities and explain them to the code official.
- Maximize communication and consult early and often.



One of the most important aspects of building codes relative to historic buildings is the attitude of the municipal codes department. Communities that place a high value on the rehabilitation of historic buildings are willing to explore creative solutions to rigid building codes intended for modern buildings.

Connecting Downtown with its Context

Downtown Gallatin would benefit from being more strongly connected to the balance of the community both physically and economically. This plan recognizes that downtown does not exist in a vacuum so opportunities for increased connectivity should be pursued.

Greenway & Gateways

One way to physically connect downtown with other parts of the community is through the development of the proposed Town Creek Greenway. This greenway will allow an alternative means of access to downtown to those interested in bicycling, walking or jogging, in addition to providing downtown with an environmentally-friendly ribbon of green space. See page 37 for details on the proposed greenway.

It is proposed that a series of gateway treatments be created at key entry points into downtown. While it is recommended that the gateways at East Main and South Water be deferred until a clear entry point can be identified following further redevelopment, the intersections of Broadway with West Main, North Locust, and North Water should be highlighted with special treatments within the near future. See page 41 for a discussion of this concept.

Broadway Improvements

Broadway has tremendous potential to help the Downtown Gallatin economy because of the high levels of traffic that it carries. However, the point at which downtown and the highway currently interface gives few clues to the existence of a nearby downtown. It is recommended that, over time, the blocks located between downtown's core and Broadway redevelop into a more urban

form. Two specific approaches to achieving this are recommended.

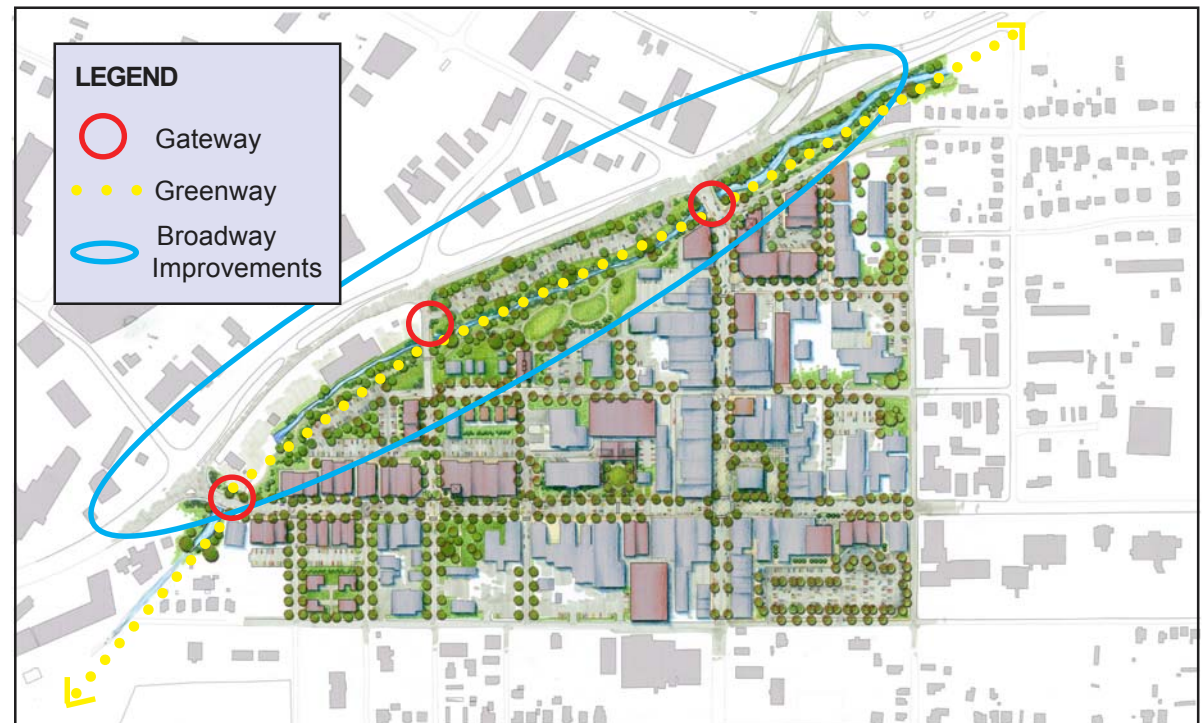
Overlay Zoning

It is recommended that consideration be given to applying an urban design overlay zoning to the portion of Broadway that borders downtown. This zoning would not impact land uses or densities, but rather design. It should apply to all properties fronting onto the highway's ROW. The zoning's standards should focus on minimizing parking between buildings and the highway, siting buildings to relate strongly to the highway, screening parking areas with landscaping, and smaller/fewer signs. This zoning initiative is not

a near-term recommendation and deserves careful consideration.

Streetscape Improvements

As an incentive for property owner support, the City should couple overlay zoning with streetscape improvements within the Broadway corridor to make it more pedestrian friendly and physically link with downtown's streetscapes. Improvements should include wider sidewalks, street trees, and human-scaled street lights.



Implementation Strategy

The following two pages provide a summary of the numerous key recommendations contained in this plan. The recommendations in this implementation matrix are organized into the following six subject categories:

- Buildings
- Streets & Streetscapes
- Parking
- Public Spaces & Facilities
- Economic Restructuring, Marketing & Promotion
- Funding, Financial Incentives & Public Policies

For the reader's convenience, the page numbers that explain each key recommendation are noted in the implementation matrix. The recommendations also note the suggested party or parties to be responsible for implementation of the particular recommendation, as well as the time-frame.

Responsible Parties

There are two primary parties suggested for implementing most of the recommendations of this plan: the City of Gallatin and Greater Gallatin. The other two parties cited in the plan with a lesser frequency are the Downtown Merchants Association and the County. In some cases, multiple parties will be required to work collaboratively to achieve success with implementation. For example, the new downtown library will be funded by both the City and the County, while several of the marketing and promotion recommendations will require teamwork between Greater Gallatin and the Downtown Merchants Association.

Implementation Phasing

The implementation matrix's recommendations are organized into three different phases, as follows:

- Phase 1: Year One
- Phase 2: Years Two - Three
- Phase 3: Years Four - Five

There are also four different recommendations that have been designated as "tbd" - to be determined. These are recommendations that will either rely on market conditions or will require further exploration, including community input, to decide whether to move forward.

In general, many of the Phase 1 projects are those that are relatively low-cost but important, such as making zoning revisions and truck traffic rerouting. These are the "low-hanging fruit." Other Phase 1 projects are not inexpensive, but could have a tremendous impact on downtown, such as the development of a new library. On the other hand, recommendations such as the establishment of a Common Area Maintenance (CAM) program are not so urgent and are recommended for Phase 3.

Implementation Committee

It is recommended that an Implementation Committee be appointed by the City upon the adoption of this plan. This committee will be responsible for implementing the plan, and it should be staffed by the City Planning Department and Greater Gallatin. It would be reasonable to involve the same individuals who comprised the planning project's steering committee, although those steering committee members who were less involved than most might be replaced with other individuals who surfaced during the planning process as potential leaders for downtown. It is recommended that the Implementation Committee meet regularly, perhaps monthly, to de-

termine the amount of progress being made and to plan for the next phases of implementation. The Implementation Matrix contained in the following two pages should serve as an excellent check-list for the Implementation Committee.

Addressing Urgent Issues

During the course of an extensive planning project such as the one employed to create this plan, new and urgent issues can arise. Below is a brief discussion of two issues that have surfaced in recent months, as follows:

Potential Historic Building(s) Demolition

It has been suggested that at least one older downtown building is being considered for demolition, and others may be experiencing a similar threat. Should such risks continue to grow, the City may want to consider adopting a temporary building demolition moratorium for downtown. Such a moratorium should last no longer than six to twelve months, and it should only be enacted so that efforts might be made to adopt stronger regulations for protecting downtown's historic structures.

Potential TVA Coal Trains Traversing Downtown

Another timely issue is the recent proposal by the Tennessee Valley Authority (TVA) to run coal trains through Downtown Gallatin rather than utilizing their traditional mode of river barge transportation. This new method of transportation could potentially have dire consequences for the future of Downtown Gallatin. Concerns regarding traffic congestion already exist as one frequently-referenced excuse for many citizens to avoid downtown, and the potential lengthy traffic delays caused by the coal trains would only add to this perception, resulting in negative impacts to the downtown economy. Every effort should be made to seek alternatives to the proposed coal trains traversing Downtown Gallatin.

Implementation Matrix

Implementation Matrix

Implementation by Phase

PHASE ONE (Year One)

A-1: Rehabilitate Historic Buildings
A-4: Downtown Library
B-1: Streetscape & Intersection Improvements - Main
B-2: Streetscape & Intersection Improvements - Water
B-5: Main Street Traffic Congestion Improvements
B-6: Truck Traffic Rerouting
C-1: On-Street Parking Management
C-2: Off-Street Parking Enhancements
C-3: Off-Street Parking Promotion
D-2: Public Square Enhancements
D-4: Farmers Market / Multi-Use Pavilion
E-1: Business Development
E-2: Expand Greater Gallatin's Activities & Funding
E-5: Logo Development
E-6: Joint Advertising
E-7: Brochure Production & Distribution
E-8: Improved Storefront Window Displays
E-9: Expanded Sales Promotions & Special Events
F-2: Promote Incentives for Building Rehab.
F-3: Adopt Residential Development Incentives
F-4: Revised Zoning & Development Regulations
F-5: Historic Zoning / Urban Design Overlay Zoning

PHASE TWO (Years Two - Three)

A-3: New Infill Development
A-6: New Sumner County Museum
D-3: Town Creek Greenway
D-5: Downtown Gateways

PHASE THREE (Years Four - Five)

A-2: Redevelop Non-Historic Buildings
A-5: City Hall Annex
C-4: Parking Garage
D-1: City Hall Park
E-3: Expand Days & Hours of Business Operations
E-4: Common Area Maintenance
F-1: Explore a Business Improvement District

TBD (To Be Determined)

B-3: Streetscape & Intersection Improvements - W. Main
B-4: Streetscape & Intersection Improvements - N. Water
F-6: Broadway Streetscape Improvements
F-7: Broadway Urban Design Overlay Zoning Adoption